



June 2, 1988

Dear Mr. Lamb:

I was rather surprised to see the worldwide DS telegram on collocation policy and waiver procedure which was sent to the field on May 20, without consultation or coordination with either the Overseas Security Policy Group or USIA. It alters the understanding between our agencies on this issue and sets out new requirements with which USIA does not agree. Given the importance and impact of such a policy, I believe the issue should have been coordinated with all affected agencies prior to issuance. I feel it would be appropriate for DS to rescind the telegram and convene an emergency task force of the Overseas Security Policy Group (OSPG) to review the issue and prepare a revised policy and procedures statement. As the focal point for developing and coordinating security policies and procedures, the OSPG is the logical forum for this kind of issue.

The telegram in question is State 162197, appended for your convenience. Several requests by our Liaison Officer to review and comment on the draft telegram met with no success.

Taken in isolation, this would not be cause for worry. However, a pattern of non-coordination on significant security policy issues seems to have developed which prompts our concern, a view shared by other USIA executives at headquarters and in the field. I understand this general concern was discussed at the May 19 meeting with Messrs. Spiers, Moose, Hockeimer and McGinley, with the result that both agencies pledged to coordinate more where proposed policies and regulations apply to USIA operations and personnel.

In this particular case, the telegram misstates the previous policy on collocation, issued in 85 State 378807, by omitting "and libraries" from paragraph 5. A. as an example of offices which generate large amounts of public traffic and which, for program reasons, require distance between the program and the embassy. It is unknown whether the omission was intentional or accidental. The 1985 policy telegram was likewise not cleared with this agency.

The Honorable
Robert E. Lamb
Assistant Secretary for
Diplomatic Security
Department of State
Washington, D.C. 20520

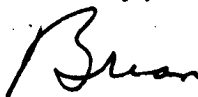
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Paragraph 7. E. cites a new requirement conferring responsibility on the requesting element to fund all costs associated with the waiver request. While security should be addressed and funded, we cannot accept Department-mandated security requirements as a condition of waiver. Since the Department has already approved separate security standards for USIA facilities, USIA should retain the authority to determine the scope and timing of security upgrades to our separate facilities. The limited FBO funds earmarked for USIA were allocated for enhancing security at our highest threat posts. This paragraph has the effect of forcing USIA to enhance certain posts in excess of USIA standards and irrespective of the threat. The criteria for spending security funds has been reduced to whether or not USIA feels a facility separate from the embassy or consulate is essential to program success. Thus, we feel it is reasonable that in those cases where a waiver request involves relocation into an FBO-owned property, the responsibility to fund security improvements should continue to be the Department's.

Paragraph 9. omits mention of participation by the requesting agency in deliberations of the Security Waiver Committee, contrary to commitments previously made.

Inter agency agreements preceding the legislation and the Omnibus Act itself, enjoin the Department to develop and implement security policies and programs in consultation with other foreign affairs agencies. We look forward to your comments on this issue and to working with your staff and the OSPG on collocation policy and procedure before issuing new requirements to the field.

Sincerely,



Bernard C. Dowling
Director
Office of Security

Attachment: As stated

cc: Dept. of Justice - Mr. Rubino
Dept. of Commerce - Mr. Cassetta
CIA -
DIA -
NSA -
AID - Mr. Flannery

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DEPARTMENT OF STATE DIPLOMATIC SECURITY

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DRAFTED BY: DS/PSD/AF:EWOOD:EW

APPROVED BY: DS:RLAMB

M/MO: CEDILLERY (DRAFT)

A: KLUDEN

DS/DSS: CDITMER (DRAFT)

A/FBO/RMO: LEMERY

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TO ALL DIPLOMATIC AND CONSULAR POSTS

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INFO CIA WASHDC 0000

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UNCLAS STATE 162197

E.O. 12356: N/A

TAGS: ASEC, UPGRADE, AMGT, ABLD

SUBJECT: COLLOCATION POLICY AND WAIVER PROCEDURE

REFERENCE: 85 STATE 378807

1. SUMMARY: THIS MESSAGE RESTATES DEPARTMENT POLICY ON COLLOCATION OF USG AGENCIES IN PLANNING FOR NEW OFFICE BUILDINGS, APPLIES THE COLLOCATION POLICY TO INCLUDE EXISTING FACILITIES, AND SETS FORTH PROCEDURES FOR REQUESTING A WAIVER OF THIS POLICY. POLICY AND WAIVER PROCEDURES SET FORTH HEREIN SPECIFICALLY ADDRESS COLLOCATION PLANNING. HOWEVER, IF A WAIVER IS GRANTED, IT WILL ALSO SERVE TO MEET THE REQUIREMENTS FOR ANY NECESSARY WAIVER OF PHYSICAL SECURITY STANDARDS AS SET FORTH IN 87 STATE 91333.

2. DEPARTMENT POLICY REGARDING THE COLLOCATION OF USG AGENCIES IN A NEW OFFICE BUILDING/COMPOUND IS SET FORTH IN 85 STATE 378807. IN PART, THE REFERENCE STATES:

BEGIN QUOTE

AS A GENERAL POLICY FOR FUTURE OFFICE BUILDING CONSTRUCTION, ALL U.S. GOVERNMENT ACTIVITIES UNDER THE

AUTHORITY OF THE CHIEF OF MISSION WILL BE HOUSED IN THE CHANCERY OR ON THE CHANCERY COMPOUND. THE DEPARTMENT WILL APPROVE EXCEPTIONS ONLY WHEN THERE ARE PERSUASIVE OPERATIONAL, PROGRAM, OR SECURITY REASONS MITIGATING AGAINST COLLOCATION.

END QUOTE

3. THIS POLICY IS HEREBY APPLIED TO PLANNING FOR MORE EFFECTIVE AND EFFICIENT UTILIZATION OF EXISTING FACILITIES.

4. THE INTENT OF THIS POLICY IS TO ACHIEVE BOTH SECURITY AND PROGRAM GOALS. AS EMBASSIES ARE CONSTRUCTED/RENOVATED TO MEET CURRENT HIGH SECURITY STANDARDS, COLLOCATION ENSURES THAT ALL PERSONNEL AND PROGRAMS RECEIVE THE SAME DEGREE OF PROTECTION, AND THAT EXISTING, OLDER FACILITIES DO NOT BECOME INVITING QUOTE SOFT UNQUOTE TARGETS FOR TERRORIST ACTION. COLLOCATION IS COST EFFECTIVE, ENABLING US TO CONCENTRATE LIMITED SECURITY RESOURCES AT ONE LOCATION. ADDITIONALLY, CONSOLIDATION OF MISSION ACTIVITIES WILL IMPROVE INTERAGENCY COORDINATION OVERSEAS AND IMPROVE THE ABILITY OF CHIEFS OF MISSION TO MANAGE THEIR POSTS.

5. THERE ARE THREE GENERAL CATEGORIES OF PROGRAMS FOR WHICH WAIVERS TO THIS POLICY WILL USUALLY BE GRANTED.

A. OFFICES WHICH GENERATE LARGE AMOUNTS OF PUBLIC TRAFFIC AND WHICH, FOR PROGRAM REASONS, REQUIRE DISTANCE BETWEEN THE PROGRAM AND THE EMBASSY. EXAMPLES ARE: USIA BINATIONAL CENTERS, AGRICULTURAL TRADE OFFICES, U.S. TRADE CENTERS, AND PEACE CORPS OFFICES.

B. OFFICES WHICH MUST BE LOCATED AT A DIFFERENT SITE TO ACCOMPLISH THEIR MISSION. EXAMPLES ARE: NASA PERSONNEL MONITORING A CONTRACTOR, AND MILITARY SALES AND TRAINING UNITS WHICH MUST BE COLLOCATED WITH HOST GOVERNMENT AGENCIES.

C. OFFICES WHICH ARE IMPRACTICAL TO MOVE. EXAMPLES ARE: VOA RELAY FACILITIES, FBIS OFFICES, AND COMMUNICATIONS RELAY FACILITIES.

D. A WAIVER REQUEST WILL USUALLY BE GRANTED FOR THE SPECIFIC ACTIVITIES MENTIONED IN A, B, AND C ABOVE. HOWEVER, EACH REQUEST WILL BE JUDGED INDIVIDUALLY ON ITS OWN MERIT.

6. WAIVER REQUIREMENTS: THIS PROCEDURE APPLIES WHETHER A SEPARATE FACILITY OCCUPIES AN OWNED OR LEASED FACILITY. WAIVER REQUESTS WILL BE EVALUATED WITH REGARD TO OVERALL SECURITY, PROGRAM, OPERATIONAL, AND COST FACTORS. THIS REQUIREMENT FOR WAIVER APPLIES:

-TO ALL ACTIVITIES AT A POST WHERE A NEW OFFICE COMPLEX IS PLANNED. ANY ACTIVITY WHICH PREFERS NOT TO BE COLLOCATED AT THE CHANCERY/COMPOUND MUST SUBMIT A WAIVER REQUEST. ACTIVITIES WHICH PREFER TO REMAIN AT THEIR PRESENT LOCATION ARE SPECIFICALLY INCLUDED IN THIS REQUIREMENT.

-TO ALL ACTIVITIES WHICH ARE PRESENTLY LOCATED AT THE CHANCERY/COMPOUND AND THE ACTIVITY DESIRES TO MOVE TO A SEPARATE LOCATION.

-TO ALL ACTIVITIES AT A POST WHERE SPACE EXISTS OR CAN BE CONSTRUCTED AT AN EXISTING CHANCERY/COMPOUND TO ACCOMMODATE AN ACTIVITY WHICH IS CURRENTLY SEPARATE. PRIOR TO RENEWING AN EXISTING LEASE, PURCHASING A LEASED STRUCTURE, ETC., A SEPARATE ACTIVITY MUST JUSTIFY REMAINING SEPARATE, AND RECEIVE APPROVAL TO DO SO. NOTE: DUE TO THE NUMEROUS COMPLEXITIES WHICH CAN IMPACT THIS TYPE OF A SITUATION, QUERY DS/PSP/PSD PRIOR TO SUBMITTING A FORMAL WAIVER REQUEST.

7. WAIVER PROCEDURES: ANY ACTIVITY, POST, BUREAU, OR AGENCY MAY INITIATE A WAIVER REQUEST. REQUESTS ARE TO BE FORWARDED VIA MEMORANDUM TO CHIEF, DS/PSP/PSD, SA-6, ROOM 804, US DEPARTMENT OF STATE, WASHINGTON DC 20520, FOR PROCESSING. A WAIVER REQUEST MUST CONTAIN THE

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FOLLOWING INFORMATION.

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A. JUSTIFICATION: NAME AND STREET ADDRESS OF ACTIVITY. NARRATIVE JUSTIFICATION FOR WAIVER OF POLICY. ADDRESS SECURITY, PROGRAM, AND COST FACTORS. SPECIFICALLY DISCUSS SECURITY STANDARDS WHICH CANNOT BE MET (I.E., SETBACK). DISCUSS ANY UNRESOLVED ISSUES AND DISSENTING OPINIONS. FINAL DETERMINATION REGARDING SUCH ISSUES AND OPINIONS WILL BE MADE AT THE WASHINGTON LEVEL.

B. NAME OF CHIEF OF MISSION. COM STATEMENT REGARDING BOTH SECURITY AND PROGRAM ASPECTS OF THE WAIVER REQUEST. APPROVAL/DISAPPROVAL.

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C. NAME OF RSO. RSO STATEMENT REGARDING SECURITY ASPECTS OF THE WAIVER REQUESTS. THE RSO MUST DESCRIBE THE THREAT LEVEL AT POST, THE STRUCTURE THE ACTIVITY WILL REMAIN IN/MOVE INTO, WHICH SECURITY STANDARDS ARE MET, WHICH CANNOT BE MET, AND WHAT SECURITY IMPROVEMENTS ARE REQUIRED. APPROVAL/DISAPPROVAL.

D. STATEMENT BY THE CHIEF OF THE ACTIVITY INVOLVED. STATEMENT TO ADDRESS BOTH SECURITY AND PROGRAM ISSUES. APPROVAL/DISAPPROVAL.

E. STATEMENT BY THE HEADQUARTERS ELEMENT OF THE ACTIVITY. STATEMENT TO ADDRESS BOTH SECURITY AND PROGRAM ISSUES. IT MUST INCLUDE A SPECIFIC STATEMENT AS TO HOW AND WHEN NECESSARY SECURITY IMPROVEMENTS WILL BE FUNDED AND IMPLEMENTED. APPROVAL/DISAPPROVAL. NOTE: IF A WAIVER REQUEST IS GRANTED, THE REQUESTING ACTIVITY OR ITS HEADQUARTERS ELEMENT WILL BE RESPONSIBLE FOR FUNDING ALL COSTS ASSOCIATED WITH THE WAIVER REQUEST. I.E., THERE IS GENERAL AGREEMENT TO THE VALIDITY OF A WAIVER REQUEST, HOWEVER THE ACTIVITY WOULD REQUIRE DOLS 500,000 OF SECURITY IMPROVEMENTS TO MEET CURRENT STANDARDS. THE REQUESTING OFFICE, BUREAU, OR AGENCY WILL BE REQUIRED TO FUND THIS UPGRADE AS A CONDITION FOR WAIVER APPROVAL. IN THE INSTANCES OF USIS, USAID, AND THE FOREIGN COMMERCIAL SERVICE, PROGRAM FUNDS PROVIDED TO A/FBO FOR THOSE AGENCIES UNDER THE OMNIBUS DIPLOMATIC SECURITY AND ANTITERRORISM ACT OF 1986 AUTHORIZATION MAY BE APPLIED, IF REQUESTED BY AGENCY OFFICIALS IN WASHINGTON. SUCH REPROGRAMMINGS MUST BE ACCOMMODATED WITHIN THE PROGRAM LEVELS APPROPRIATED FOR SUCH PROJECTS AND IN ACCORDANCE WITH THE STANDING MEMORANDA OF UNDERSTANDING BETWEEN THESE AGENCIES AND THE DEPARTMENT OF STATE.

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F. ATTACHMENTS TO A WAIVER REQUEST: ATTACH PHOTOGRAPHS AND BLUEPRINTS/SKETCH OF THE FACILITY THE ACTIVITY IS/WILL OCCUPY. SHOW SETBACK DISTANCES, EXISTING AND REQUIRED SECURITY FEATURES. ALSO, ATTACH ANY PERTINENT DOCUMENTS WHICH SUPPORT POSITIONS TAKEN ON THE REQUEST, SECURITY OR PROGRAM ISSUES. AN INFORMATION COPY OF THE WAIVER REQUEST IS TO BE SENT TO ALL OF THE INDIVIDUALS AND ACTIVITIES LISTED IN A THRU E ABOVE.

8. WHEN A WAIVER REQUEST IS RECEIVED IN DS/PSP/PSD, IT WILL BE REVIEWED FOR COMPLETENESS AND FOR COMPLIANCE WITH SECURITY STANDARDS. A WAIVER REQUEST WHICH CONTAINS INSUFFICIENT INFORMATION CANNOT BE PROCESSED.

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ACTION ON THE WAIVER REQUEST WILL BE DELAYED UNTIL DS/PSP/PSD HAS BEEN ABLE TO OBTAIN THE REQUIRED INFORMATION.

9. AFTER COMPLETING ITS REVIEW, DS/PSP/PSD WILL FORWARD THE WAIVER REQUEST THROUGH DS/PSP TO THE DS WAIVER COMMITTEE, CHAIRED BY THE ASSISTANT SECRETARY, FOR A DETERMINATION. THE WAIVER COMMITTEE, IN CONSULTATION WITH -M-, AND OTHER CONCERNED HEADQUARTERS ELEMENTS AS APPROPRIATE, WILL RESOLVE ISSUES AND MAKE ITS DETERMINATION.

10. EACH WAIVER REQUEST WILL BE JUDGED ON INDIVIDUAL MERIT. THERE IS NO GUARANTEE THAT A WAIVER WILL OR WILL NOT BE GRANTED IN RESPONSE TO A SPECIFIC REQUEST. ALL ACTIVITIES ARE CAUTIONED NOT TO INCUR FINANCIAL, CONTRACTUAL, OR OTHER OBLIGATIONS WHICH MAY BE AFFECTED BY A WAIVER REQUEST UNTIL AFTER NOTICE OF DETERMINATION HAS BEEN RECEIVED.

11. NOTE: THE DEPARTMENT'S INTERNAL BUDGET FORMULATION PROCESS FOR FY-90 IS BEGINNING, AND CAPITAL PROJECTS AT THE FOLLOWING POSTS ARE UNDER CONSIDERATION AS FY-90 PRIORITIES: ABU DHABI, ALGIERS, ANKARA, BANGKOK, BOMBAY, BUDAPEST, RABAT, RANGOON, AND SEOUL. IN THE CASE OF ALGIERS, BANGKOK, AND RABAT THE DESIGN PHASE HAS BEGUN. IT IS ESSENTIAL THAT AGENCIES SEEKING COLLOCATION WAIVERS FOR FACILITIES AT THESE POSTS DO SO IMMEDIATELY. THE PROGRAMS MUST BE DEFINED FOR INCLUSION IN THE A/FBO BUDGET REQUEST TO THE DEPARTMENT, WHICH WILL BE SUBMITTED IN M/COMP IN JUNE 1988.

12. BEIRUT, MOSCOW, LENINGRAD, BAGHDAD, KABUL MINIMIZE CONSIDERED. SHULTZ

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